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ABSTRACT

This house report proposes a four year extension of the Library Services and Construction Act, with an amendment requiring that administrative costs expended by states in carrying out programs under the act must be matched by the states from funds other than Federal moneys. Budget statements are given, as are explanations of library services, public library construction, interlibrary cooperation, and services for older readers. (Author/AWP)

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EXTENSION OF LIBRARY SERVICES AND CONSTRUCTION ACT

(To accompany H.R. 3712)

U. S. House of Representatives

IR005 204

95TH CONGRESS } HOUSE OF REPRESENTATIVES { REPORT
1st Session } { No. 95-97

EXTENSION OF LIBRARY SERVICES AND CONSTRUCTION ACT

MARCH 18, 1977.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. PERKINS, from the Committee on Education and Labor, submitted the following

REPORT

[To accompany H.R. 3712]

The Committee on Education and Labor, to whom was referred the bill (H.R. 3712) to amend the Library Services and Construction Act to extend the authorizations of appropriations contained in such act, and for other purposes, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE

H.R. 3712 proposes a 4-year extension of the Library Services and Construction Act (LSCA) with an amendment requiring that administrative costs expended by States in carrying out programs under the act must be matched by the States from funds other than Federal moneys.

The purpose of LSCA is to assist the States in—

The extension and improvement of public library services in areas of the States which are without such services or in which such services are inadequate;

The construction of public libraries;

The improvement of library services for physically handicapped, institutionalized, disadvantaged, and elderly persons and people with limited English-speaking ability;

The strengthening of State library administrative agencies;

The promoting of interlibrary cooperation among all types of libraries; and

The strengthening of metropolitan libraries which serve as regional or national resource centers.

89-006

Background

Accomplishments

The Federal role in assisting public libraries began in fiscal year 1957, with a $2 million appropriation under the newly enacted Library Services Act (LSA). Rural in its orientation, with funds available only to communities under 10,000 in population, LSA was amended in 1964 to become the Library Services and Construction Act (LSCA) with the rural limitation removed and a construction title added.

Since 1956 under LSA and LSCA, the Nation has gone far toward the goal of providing modern library services for every American. Approximately 17 million people have been provided public library services for the first time, and another 90 million citizens have received much-improved library services. Every Federal dollar spent on library services is matched by the States and localities.

Inclusion of urban libraries within the scope of the law in 1964 has encouraged the following program directions:

Improved library and information service to residents of disadvantaged neighborhoods.

Special projects to implement national priorities in such areas as right to read, career and vocational education, drug abuse and environmental education.

Improved metropolitan libraries to make their resources more accessible on a national or regional basis.

Clara Jones, president of the American Library Association, in testimony before the Subcommittee on Select Education of the House Education and Labor Committee said:

> LSCA support has enabled libraries to extend and improve services to groups whose access to libraries has been limited or non-existent—low-income families, bilingual families, the elderly, persons isolated by reason of distance or physical handicap, the institutionalized. If the program should be discontinued, these groups would stand to lose the most.

The stimulation of Federal funds has greatly strengthened State library agencies, the governmental units responsible for providing leadership in library development throughout the States. These State agencies have improved statewide library delivery systems by initiating such actions as—

Statewide and multicountry regional system development;

Special statewide and regional projects including film circuits and books-by-mail service;

Grants-in-aid to initiate or strengthen local library services;

Inservice training programs, scholarships, and other forms of continuing education to upgrade library staff, both professional and paraprofessional; and

National priority projects to serve groups outside the mainstream of society such as the disadvantaged, the aged, the homebound, the non-English speaking, the prison inmate, the hospital patient, and the migrant.

Title II construction grants, first available in fiscal year 1965, have resulted in the construction of over 2,000 public library buildings to serve some 64 million Americans. Some $177 million in Federal funds for public library construction, both new buildings and remodeling projects, has been matched by $457 million in State and local funds—a ratio of $1 in Federal funds to $2.58 in State and local funds.

About 140 library cooperative projects involving 10,500 libraries have been established under title III of LSCA, thus enabling the resources of all types of libraries—public, college and university, school and other—to be utilized jcintly to serve people more effectively.

Title I. Services.—Grants are authorized to assist the States to: (1) develop and improve public library service in geographical areas and to groups of persons without such service or with inadequate service; (2) provide library services for patients and inmates of State-supported institutions, physically handicapped people, and disadvantaged persons in low-income areas, both urban and rural; (3) strengthen metropolitan public libraries which function as regional or national resource centers; and (4) strengthen the capacity of the State library agency to meet the library and information needs of all the people.

Federal funds may be used for books and other library materials, equipment, salaries, other operating expenses, for statewide planning and evaluation of the programs, and for the administration of the State plan.

In order to participate in title I, each State, Puerto Rico, and the District of Columbia must meet minimum qualifications for basic Federal allotments of $200,000; American Samoa, Guam, the Virgin Islands, and the trust territory of the Pacific Islands each for at least $40,000. Maintenance of State and local effort is required.

Title II. Construction.—Grants are authorized to the States for public library construction. "Public library construction" is defined as meaning the construction of new public library buildings and the acquisition, expansion, remodeling, and alteration of existing buildings for use as public libraries, and the initial equipment of such buildings (except books). Architects' fees and the cost of the acquisition of land are also eligible expenses.

The basic allotment for each State is $100,000 and for each outlying territory $20,000.

Title III. Interlibrary Cooperation.—Grants are authorized to the States for the planning, establishment, and maintenance of cooperative networks of libraries at the local, regional, or interstate level. Such cooperative networks should provide for "the systematic and effective coordination of the resources of school, public, academic, and special libraries and information centers for improved supplementary services for the special clientele served by each type of library or center."

The basic allotment for each State is $40,000 and for each outlying territory $10,000.

Title IV. Older Readers Services.—Grants are authorized to the States for the provision of library services for the elderly, including the purchase of special library materials, payment of salaries for elderly persons who wish to work in libraries, provision of in-home visits by library personnel to the elderly and the furnishing of transportation to enable the elderly to have access to library services.

Enacted by the Older Americans Amendments of 1973 (Public Law 93–29), title IV has not yet been funded. The basic allotment for each State is $40,000 and for each outlying territory $10,000.

In order to participate in any LSCA program, each State must have a basic State plan approved by the U.S. Commissioner of Education, plus a comprehensive 5-year plan on State priorities, procedures, and activities for meeting the library and information needs of the people. In addition, for each title in which a State participates, it

must submit an annual program, outlining the projects to be achieved during the year. For each title, any funds remaining after basic allotments have been made are distributed proportionately to the States, with each State's share based on its population in relation to the total U.S. population.

Legislative Consideration

The Subcommittee on Select Education of the Committee on Education and Labor held a hearing on the question of the extension of the Library Services and Construction Act on February 16, 1977.

Among the witnesses heard during the hearing were Hon. Jack Brinkley, of Georgia; Clara Jones, president, American Library Association; John A. Humphrey, State librarian, New York State Education Department; Barbara M. Williams, Kentucky State librarian; Ervin J. Gaines, executive director, Urban Libraries Council, director, Cleveland Public Library, Cleveland Ohio; Alphonse F. Trezza, executive director, National Commission on Libraries & Information Science; and Whitney North Seymour, Jr., National Citizens Emergency Committee To Save Our Public Libraries.

The Subcommittee on Select Education on February 23, 1977, considered in legislative session the bill H.R. 3712. That measure was ordered reported unanimously by the subcommittee on February 23, 1977, by voice vote. On March 8, 1977, the full Committee on Education and Labor considered H.R. 3712 in open legislative session and ordered the bill reported unanimously by voice vote.

Explanation of H.R. 3712

H.R. 3712 extends the Library Services and Construction Act for 4 additional years; that is, through fiscal year 1981.

The committee finds that the need for the types of programs authorized under the Library Services and Construction Act has not been lessened by the limited aid provided to a few local public libraries under the State and Local Fiscal Assistance Act. Of the $9.5 billion in general revenue sharing funds spent during the first 2½ years of the program (January 1972–June 1974), only $101 million was reported to have been expended for libraries. This sum amounts to only 1 percent of the general revenue sharing funds spent by all governmental units. Moreover, many of the recipient institutions and library systems reported that the Federal revenue sharing funds achieved no real improvement in their budgetary position, on balance, but merely replaced local or other support funds that would normally have been provided. The requirement that Federal funds be matched by State or local funds, which has been a feature of the Library Services and Construction Act, has been retained in the committee bill because it has the effect of generating greater non-Federal support for public libraries.

Title I of the Library Services and Construction Act provides Federal assistance for acquisition of books, materials, equipment, as well as paying salaries and operating expenses. Under title I, States also receive grants to extend library services to those whose access is limited, such as the poor, the handicapped, and people in remote areas. Support is also given to strengthen metropolitan public libraries.

In testimony given before the Subcommittee on Select Education, a number of witnesses spoke of the severe financial straits facing many city libraries, forcing urban public libraries to close branches, curtail book purchases and hours of operation, and discharge employees. In view of this situation, the committee notes the importance of title I in the support it can provide to metropolitan public libraries.

H.R. 3712 authorizes title I expenditures of $110 million and $130 million for fiscal years 1978 and 1979, respectively. For fiscal years 1980 and 1981, the bill authorizes "such sums as may be necessary."

The committee bill also extends title III of the act, which is designed to encourage further cooperation and coordination among libraries of all types. The States have made a promising start toward full-fledged interlibrary cooperation. For the first time under the stimulus of title III, college, junior college, high school, and public libraries have been linked in many areas, resulting in expanded library usage and improved service for all.

The committee was told of an Appalachian community whose public library, with an annual budget of $12,660, obtained books from the library of Harvard University as a result of title III. Due to these programs, each cooperating library has been able to put its resources to better use because the rarer, more specialized materials need be acquired by only one library to be available to all.

The bill provides authorizations for title III, grants for interlibrary cooperation programs, at $15 and $20 million for each of the next 2 fiscal years. For fiscal years 1980 and 1981, the bill provides "such sums as may be necessary."

The committee notes that LSCA is now operating under a 1-year extension authorized under the General Education Provisions Act. In order for LSCA to be continued beyond the current fiscal year, Congress therefore must act this year.

The present law provided fiscal year 1976 authorizations of $137,150,000 for title I and $18,200,000 for title III. Although the authorizations proposed in H.R. 3712 are below these amounts, the committee believes the new figures are more in line with expectations for funding in view of recent appropriations for the Library Services and Construction Act. In the current fiscal years, $56,000,000 was appropriated for title I and $3,337,000 for title III.

For guidance in this regard, the committee awaits the findings and recommendations of the White House Conference on Library and Information Services which are expected to provide current, authoritative information about the Nation's unmet needs for library services. The White House Conference, which was authorized by Congress in 1974 (Public Law 93-568) is to be held no later than 1978. It is to be preceded by State conferences.

H.R. 3712 further recommends "such sums" for the authorization levels for title II, library construction, and title IV, special programs for the elderly. These two provisions of the act have not been funded in recent years. Nevertheless, the committee considers these provisions of the Act to be important to the well-being of our Nation's public libraries.

The committee notes that a substantial backlog of public library construction projects has developed. The committee has been advised

that 772 library construction projects have been planned in 42 States, with matching funds allocated, and only await the Federal contribution for contracting and hiring to begin. Many of these projects are relatively small remodeling or modernization jobs which could be completed quickly. In addition, hundreds of additional public library construction projects have been identified in communities that have not yet assembled the required matching funds.

H.R. 3712 further amends LSCA by requiring that the administrative costs expended by States in carrying out programs under the act must be matched by the States from funds other than Federal moneys. The General Accounting Office has reported [1] "that all States retained large percentages of title I funds at the State level for administration and support services or for statewide projects." The optimum usage of State-level funding for general support services or for statewide library services must be determined on a State-by-State basis because of the wide variation among the States in the geographic distribution and concentration of their populations. This factor and others would account for some variation among the States in the percentage of Federal funds required to meet administrative costs.

The committee is reluctant to impose a limit that might work a hardship on some States. However, it expects the administrators of the act to monitor State practices and to advise the committee if corrective legislation seems to be necessary. Administrative expenses in excess of 10 percent of program costs would appear to be unwarranted. Also, using local rather than State funds to meet the matching requirements for State administrative costs has the effect of permitting States to operate a program without any direct fiscal responsibility for it. That practice would not be permitted under the act as amended by H.R. 3712. By requiring State matching for administrative costs, the percentage of Federal funds used for that purpose will be reduced and the oversight of State agency operations by State legislatures will be increased.

H.R. 3712 does not include a specific authorization of advance funding as recommended by witnesses. Advance funding for the Library Services and Construction Act along with other programs administered by USOE is authorized by section 411 of the General Education Provisions Act, and another such authorization in this bill would be redundant. The Department of Health, Education, and Welfare in recent years has delayed making Federal LSCA funds available to the States, utilizing the deferral and rescission options of the Congressional Budget and Impoundment Control Act (Public Law 93-344), despite the clear intent of Congress that enacted appropriations for these library programs should be released as appropriated. If this practice continues, the committee believes LSCA should be forward funded as authorized, in order to avoid disruption at the State and local level. The States and localities must have sufficient leadtime to rationally plan for development and improvement of library services. When the Federal share is withheld for months at a time, effective State and local planning becomes virtually impossible.

[1] Report to the Congress by the Comptroller General of the United States, "Federal Library Support Programs: Progress and Problems," Dec. 30, 1974 (MWD-75-4).

Cost Estimate

In compliance with clause 7 of rule XIII of the rules of the House, the committee estimates the following costs will be incurred in carrying out the provisions of H.R. 3712:

	Fiscal year—			
	1978	1979	1980	1981
Title I	$110,000,000	$130,000,000	(1)	(1)
Title II	(2)	(2)	(2)	(2)
Title III	15,000,000	20,000,000	(1)	(1)
Title IV	(2)	(2)	(2)	(2)

[1] With regard to the funding of title I (services) and title III (interlibrary cooperation) such sums as are necessary are authorized for fiscal years 1980 and 1981. It would be the committee's expectation that moneys available in these 2 fiscal years would be no less than the amount appropriated in fiscal year 1979.

[2] Such sums as are necessary are authorized to be appropriated for both title II (public library construction) and title IV (older readers services) of the act. In both cases, funding has not been available under these titles in recent years, and the administration has not requested funding. It is the committee's hope that funding will be provided for these programs in the near future, but would expect any amounts to reinstate the programs to be modest. The committee would not expect funding of the construction title to exceed the $97,000,000 ceiling authorized for fiscal year 1976 when funding of the program is reinstated.

Budget Statement

In accordance with rule XI of the Rules of the House of Representatives the Congressional Budget Office has submitted the following report:

Congressional Budget Office,
U.S. Congress,
Washington, D.C., March 10, 1977.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C. 20515

Dear Mr. Chairman: Pursuant to section 403 of the Congressional Budget Act of 1974, the Congressional Budget Office has prepared the attached cost estimate for H.R. 3712, a bill to amend the Library Services and Construction Act to extend the authorization of appropriations contained in such act, and for other purposes.

Should the committee so desire, we would be pleased to provide further details on the attached cost estimate.

Sincerely,

Alice M. Rivlin, *Director.*

Attachment.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

1. Bill No. H.R. 3712.
2. Bill title: To amend the Library Services and Construction Act to extend the authorization of appropriations contained in such act.
3. Purpose of bill: This bill extends through fiscal year 1981 the authorization of appropriations for grants for library services, library construction, interlibrary cooperation, and library services for older persons. It also provides that matching funds for administrative costs must be met by the States from funds other than Federal funds. Actual funding is subject to subsequent appropriations action.
4. Cost estimate.

[In millions of dollars]

	Fiscal year—				
	1978	1979	1980	1981	1982
Authorization levels:					
Library service grants (title I)	110	130	138	145	----------
Library construction grants (title II)	(1)	(1)	(1)	(1)	----------
Interlibrary cooperative grants (title III)	15	20	21	22	----------
Library services for older persons grants (title IV)	(1)	(1)	(1)	(1)	----------
Total	125	150	159	167	(2)
Projected total outlays: [3]					
Library service grants (title I)	33	100	128	139	102
Library construction grants (title II)	(1)	(1)	(1)	(1)	(1)
Interlibrary cooperative grants (title III)	5	14	19	21	16
Library services for older persons grants (title IV)	(1)	(1)	(1)	(1)	(1)
Total	38	114	147	160	118

[1] Such sums as may be necessary.
[2] Authorization made only to the end of fiscal year 1981.
[3] Outlays assume full program funding.

5. Basis for estimate: This estimate is based on the authorization levels stated in H.R. 3712. Assumptions have been made as to the interpretation of "such sums as may be necessary." For the library services and interlibrary cooperative grants, where the programs now exist and specific amounts have been authorized for fiscal year 1978 and 1979, the necessary funds for the remaining 2 years were assumed to equal the fiscal year 1979 level inflated by the GNP. No funding levels were assumed for the other programs. These programs currently do not have an appropriation and specific funding levels were not established in the bill. The outlay impact reflects full appropriation funding for all years. The spendout levels reflect the HEW spendout rates for library resources.

6. Estimate comparison: Not applicable.

7. Previous CBO estimate: January 30, 1976, estimate for H.R. 11233, which extended authorization through 1981.

8. Estimate prepared by: Deborah Kalcevic.

9. Estimate approved by: James L. Blum, Assistant Director for Budget Analysis.

Inflationary Impact Statement

Pursuant to clause 2(1)(4), rule XI of the rules of the House of Representatives, the committee estimates that enactment of H.R. 3712 will have little inflationary impact on prices and cost in the operation of the national economy. It is the judgment of the committee that the inflationary impact of this legislation as a component of the total Federal budget is negligible.

The committee notes that H.R. 3712 authorizations for title I and title II are below the authorizations in the present law. The committee also notes that for title II and title IV, H.R. 3712 authorizes "such sums as may be necessary." The committee believes the new authorization figures are more in line with expectations for funding.

Oversight Statement

No summary of oversight findings and recommendations made by the Committee on Government Operations under clause 2(b)(2) of rule X of the Rules of the House of Representatives was available to the committee with reference to the subject matter specifically addressed by H.R. 3712.

No specific oversight activities, other than the hearings accompanying the committee's consideration of H.R. 3712, were made by the committee, within the definition of rule XI of the House.

Section-by-Section Explanation of the Bill

AUTHORIZATION OF APPROPRIATIONS

Library services

Subsection (a) of the first section of the bill amends section 4(a)(1) of the Library Services and Construction Act (hereinafter in this explanation referred to as the "act") to authorize the following amounts for carrying out title I of the act, relating to library services: (1) $110 million for fiscal year 1978; (2) $130 million for fiscal year 1979; and (3) such sums as may be necessary for fiscal years 1980 and 1981.

Public library construction

Subsection (b) of the first section of the bill amends section 4(a)(2) of the act to authorize such sums as may be necessary for carrying out title II of the act, relating to public library construction, during fiscal year 1978 through fiscal year 1981.

Interlibrary cooperation

Subsection (c) of the first section of the bill amends section 4(a)(3) of the act to authorize the following amounts for carrying out title III of the act, relating to interlibrary cooperation: (1) $15 million for fiscal year 1978; (2) $20 million for fiscal year 1979; and (3) such sums as may be necessary for fiscal years 1980 and 1981.

Older readers services

Subsection (d) of the first section of the bill amends section 4(a)(4) of the act to authorize such sums as may be necessary for carrying out title IV of the act, relating to older readers services, during fiscal year 1978 through fiscal year 1981

ADMINISTRATIVE COSTS

Section 2(a) of the bill amends the act by adding a new section 8, relating to administrative costs.

Section 8 provides that any money spent by a State for administrative costs from an allotment received under the act must be matched by the State from funds other than Federal funds.

Section 2(b) of the bill makes a conforming amendment to section 102(b) of the act.

Changes in Existing Law Made by H.R. 3712

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as

reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new material is printed in italic, existing law in which no change is proposed is shown in roman):

LIBRARY SERVICES AND CONSTRUCTION ACT

* * * * * * *

AUTHORIZATIONS OF APPROPRIATIONS

SEC. 4. (a) For the purpose of carrying out the provisions of this Act the following sums are authorized to be appropriated:

(1) For the purpose of making grants to States for library services as provided in title I, there are authorized to be appropriated $112,000,000 for the fiscal year ending June 30, 1972, $117,600,000 for the fiscal year ending June 30, 1973, $123,500,000 for the fiscal year ending June 30, 1974, $129,675,000 for the fiscal year ending June 30, 1975, [and] $137,150,000 for the fiscal year ending June 30, 1976, *$110,000,000 for the fiscal year ending September 30, 1978, $130,000,000 for the fiscal year ending September 30, 1979, and such sums as may be necessary for the fiscal years ending September 30, 1980, and September 30, 1981.*

(2) For the purpose of making grants to States for public library construction, as provided in title II, there are authorized to be appropriated $80,000,000 for the fiscal year ending June 30, 1972, $84,000,000 for the fiscal year ending June 30, 1973, $88,000,000 for the fiscal year ending June 30, 1974, $92,500,000 for the fiscal year ending June 30, 1975, [and] $97,000,000 for the fiscal year ending June 30, 1976, *and such sums as may be necessary for the fiscal years ending September 30, 1978, September 30, 1979, September 30, 1980, September 30, 1981.*

(3) For the purpose of making grants to States to enable them to carry out interlibrary cooperation programs authorized by title III, there are hereby authorized to be appropriated $15,000,000 for the fiscal year ending June 30, 1972, $15,750,000 for the fiscal year ending June 30, 1973, $16,500,000 for the fiscal year ending June 30, 1974, $17,300,000 for the fiscal year ending June 30, 1975 [and] $18,200,000 for the fiscal year ending June 30, 1976, *$15,000,000 for the fiscal year ending September 30, 1978, $20,000,000 for the fiscal year ending September 30, 1979, and such sums as may be necessary for the fiscal years ending September 30, 1980, and September 30, 1981.*

(4) For the purpose of making grants to States to enable them to carry out public library service programs for older persons authorized by title IV, there are authorized to be appropriated such sums as may be necessary for the fiscal year ending June 30, 1973, the fiscal year ending June 30, 1974, the fiscal year ending June 30, 1975, [and] the fiscal year ending June 30, 1976, *and the fiscal years ending September 30, 1978, September 30, 1979, September 30, 1980, and September 30, 1981.*

(b) Notwithstanding any other provision of law, unless enacted in express limitation of the provisions of this subsection, any sums appropriated pursuant to subsection (a) shall (1), in the case of sums appropriated pursuant to paragraphs (1) and (3) thereof, be available

for obligation and expenditure for the period of time specified in the Act making such appropriation, and (2), in the case of sums appropriated pursuant to paragraph (2) thereof, subject to regulations of the Commissioner promulgated in carrying out the provisions of section 5(b), be available for obligation and expenditure for the year specified in the Appropriation Act and for the next succeeding year.

* * * * * * *

ADMINISTRATIVE COSTS

SEC. 8. The amount expended by any State, from an allotment received under this Act for any fiscal year, for administrative costs in connection with any program or activity carried out by such State under this Act shall be matched by such State from funds other than Federal funds.

TITLE I—LIBRARY SERVICES

* * * * * * *

USES OF FEDERAL FUNDS

SEC. 102. (a) Funds appropriated pursuant to paragraph (1) of section 4(a) shall be available for grants to States from allotments under section 5(a) for the purpose of paying the Federal share of the cost of carrying out State plans submitted and approved under section 6 and section 103. Except as is provided in subsection (b), grants to States under this title may be used solely—

(1) for planning for, and taking other steps leading to the development of, programs and projects designed to extend and improve library services, as provided in clause (2); and

(2) for (A) extending public library services to geographical areas and groups of persons without such services and improving such services in such areas and for such groups as may have inadequate public library services; and (B) establishing, expanding, and operating programs and projects to provide (i) State institutional library services, (ii) library services to the physically handicapped, and (iii) library services for the disadvantaged in urban and rural areas; and (C) strengthening metropolitan public libraries which serve as national or regional resource centers.

(b) Subject to *the provisions of section 8 and* such limitations and criteria as the Commissioner shall establish by regulation, grants to States under this title may be used (1) to pay the cost of administering the State plans submitted and approved under this Act (including obtaining the services of consultants), statewide planning for and evaluation of library services, dissemination of information concerning library services, and the activities of such advisory groups and panels as may be necessary to assist the State library administrative agency in carrying out its functions under this title, and (2) for strengthening the capacity of State library administrative agencies for meeting the needs of the people of the States.

* * * * * * *

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